



City of
Peterborough

TO: Members of the Planning Committee

FROM: Malcolm Hunt, Director of Planning and Development Services

MEETING DATE: October 19, 2009

SUBJECT: Report PLPD09-034
Proposed Amendment to Site Plan
Peterborough Regional Health Centre
1 Hospital Drive

PURPOSE

A report to recommend the approval of a proposed site plan amendment for the Peterborough Regional Health Centre (PRHC) at 1 Hospital Drive.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD09-034 dated October 19, 2009, of the Director of Planning and Development Services, as follows:

- a) That the proposed Site Plan amendment submitted by Stantec Architecture Ltd. for the Peterborough Regional Health Centre at 1 Hospital Drive be approved subject to the following conditions:
 - i) The submission of all the technical information requested by the City's Site Plan Committee.
 - ii) The submission of a Landscape Plan to the satisfaction of The Site Plan Committee for the area of the site abutting Alexander Court.

- b) That Phase 1 of the Road Network Improvement Plan (hospital access road construction) include the adjustment to the alignment of Hospital Drive at its intersection with Fairmount Boulevard.
- c) That an amount of \$150,000, for the over-sizing of the existing storm water detention pond in the south-west area of the site, be charged to the Byersville Creek Flood Reduction Capital Project (Project 5-15.02 of the 2009 Capital Budget).

BUDGET AND FINANCIAL IMPLICATIONS

It is recommended to allocate \$150,000 of approved Byersville Creek Flood Reduction capital funding toward the expansion of the existing storm water detention pond in the southwest area of the site. The storm water detention pond is in the Byersville Creek watershed.

An adjustment to the existing alignment of Hospital Drive at its intersection with the leg of Fairmount Boulevard south of Weller Street is required in order to achieve a proper alignment with the hospital's driveway *and* facilitate the future construction of Hospital Drive to Weller Street as contemplated in Phase 2 of the Road Network Improvement Plan for the Peterborough Regional Health Centre. The Utility Services Department is completing the engineering design for the road's realignment. Staff will report further with respect to the budget required to facilitate the adjustment to the Hospital Drive alignment.

BACKGROUND

The PRHC has applied to amend the original site plan approval, granted by City Council in 2005. The amendment is required for 3 reasons:

- 1) Over the duration of the construction period the PRHC has been required by the Ministry of Health to modify the hospital construction program. For example, some buildings originally anticipated to be removed will now remain indefinitely. As a result certain site improvements originally anticipated are no longer possible to implement.
- 2) The original site plan was approved before the completion of the Hospital Access Road Environmental Assessment. The original site plan approval relied fully on the ability of existing local streets, with some operational improvements, to carry the additional traffic burden of the new hospital. The Hospital Access Road EA recommended the construction of a new access road. The EA also

recommended modifications to the original site plan approval with the implementation of the new access road.

- 3) The hospital has advised staff that there is insufficient budget remaining to complete all of the site finishing details, to the full standard envisioned by the original site plan approval. Hospital representatives have advised that there will be no further financial assistance by the Province. Accordingly, staff have evaluated the most compelling site development issues from a public interest perspective, and are satisfied that some alterations can be made without unduly altering the original intent.

The Hospital Access Road Environmental Assessment:

The purpose of the Class EA was to review the existing road network and recommend improvements to reduce traffic infiltration through local neighbourhoods due to the new hospital and clinic developments.

The recommended solution arising out of the EA process included the construction phasing of the road network improvements. The design of the first phase, a north-south roadway between Clonsilla Avenue and Parkhill Road is currently underway, and is scheduled for construction in 2010. Exhibit "C" shows phase 2 of the plan, where Hospital Drive is extended through the site, merging with Weller Street near its intersection with Sherwood Crescent. The EA recommended that the design and timing of phase 2 and 3 be re-evaluated after the first phase is completed and has been operating for a time.

The second phase includes the extension of Hospital Drive to Weller Street, through the area of the PRHC site where the Nicholls building and the maintenance building remain. The third phase of the Plan includes the closure of certain access points on Weller Street, Victory Crescent, and Armstrong Avenue to further address the issue of traffic infiltration identified through the EA process.

The EA process took the 2005 Council approved Site Plan into consideration to arrive at the solution for the PRHC Road Network Improvements. The status of the Site Plan approval did not change through the EA process, although hospital administration advised of the possibility that the Nicholls building and the maintenance building located just to the west of it, may have to stay due to funding constraints.

The Scope of the Proposed Amendment Requires Approval by Council:

Earlier this year, PRHC administration contacted City staff, advising that the Nicholls building and the maintenance building are to remain indefinitely, and a new site plan was being drafted to include the buildings along with several other proposed site modifications. The PRHC also advised that final site development work was going to be tendered for construction, as the construction of driveways, parking lots, and walkways for access had to be built as soon as possible. The PRHC was advised that the

amended plans had to be fully reviewed, and Council approval was required as well, given the new plan significantly differs from the 2005 approved plan.

FINANCIAL IMPACTS RELATED TO THE ORIGINAL SITE PLAN APPROVAL

The original site plan approval came with its own road network improvements and new driveways to the PRHC. A report was presented to Council summarizing the improvements contemplated with the site plan. Council approved a recommendation to pre-approve the budget for the total estimated cost as expressed below, pending the completion of the EA for the “proposed hospital access road”. The report detailed the work, and included a cost estimate (2005 dollars) for construction as follows:

- i) The creation of a “T” intersection with the hospital access road from Sherbrooke Street, and Alexander Court. (\$750,000)
- ii) The termination of Alexander Avenue in a cul-de-sac. (\$115,000)
- iii) The creation of a south-bound left turn lane on Wallis Drive to serve the proposed driveway entrance on Wallis Drive. (\$400,000)
- iv) The construction of opposing left turn lanes on Weller Street at the four-way stop intersection of Wallis Drive and Weller Street. (\$100,000)
- v) The creation of a middle left turn lane on Weller Street from Wallis Drive to an appropriate distance east of Fairmount Boulevard. (\$15,000)
- vi) The construction of a four-way stop intersection at Weller Street and Fairmount Boulevard. (\$100,000)

Estimated total costs

\$1,480,000

The approved Road Network Improvement Plan arising out of the EA eliminated the creation of a left turn lane on Wallis Drive (\$400,000), the construction of opposing left turn lanes on Weller Street at the four-way stop intersection of Wallis Drive and Weller Street. (\$100,000), the creation of a left turn lane on Weller Street from Wallis Drive to an appropriate distance east of Fairmount Boulevard (\$15,000), and the construction of a four-way stop intersection at Weller Street and Fairmount Boulevard (\$100,000).

The total cost of the improvements eliminated from the original site plan approval due to the approved Road Network Improvement Plan is \$615,000 (2005 dollars). However, a realignment of Hospital Drive is required in proximity to its intersection with Fairmount Boulevard. Staff recommend to include this work in the first phase of the Road Network

Improvement Plan (construction of the hospital access road). It is necessary in order to achieve a proper alignment with the proposed driveway entrance into the hospital. The work will also include the construction of a concrete sidewalk along the south side of Hospital Drive from Alexander Court to the subject property.

STORM WATER DETENTION POND EXPANSION

Subsequent to the construction of the storm water detention pond in the southwest area of the site, it was determined by the City's flood reduction consulting engineer that storm water "over control" should be implemented to compensate for the lack of storm water controls elsewhere in this area of the Byersville Creek watershed. As a result, the PRHC was directed to further expand the pond at its full expense.

Staff have revisited the obligation of PHRC to over-control storm water at the full expense of the Hospital. The obligation was imposed in the immediate aftermath of the Flood Reduction Master Plan based on a technical evaluation by UMA. Since the preparation of the Master Plan, the City has undertaken detailed Flood Reduction Studies for each watershed and identified a range of flood reduction improvements that will be borne by the City to provide protection for the watershed as a whole. Given this approach it would be appropriate for the over-controlling of storm water, for the betterment of the watershed, to be undertaken at City expense, under the Flood Reduction Program.

Staff recommend an allocation of \$150,000.00 from the Flood Reduction, Byersville Capital Projects account. Although the funding is available in the account, allocating it to expand the pond at the PRHC could alter the timetable for the implementation of other projects in the Byersville Creek watershed.

HIGHLIGHTS OF THE PROPOSED SITE PLAN AMENDMENT

The proposed site plan amendment incorporates changes resulting from the conclusions of the Road Network Improvement Plan EA, and changes resulting from the financial challenges the PRHC is experiencing near the end of its construction program. The highlights of the proposed site plan amendment is outlined below:

a) The Retention of the West Driveway on Weller Street

The proposed amendment shows the retention of the most westerly existing driveway on Weller Street. The former plan indicated it was to be removed. The PRHC proposes to keep the westerly driveway on Weller Street, as it functions well, and helps to keep site work construction costs within reasonable limits. Staff have reviewed that aspect of the proposal, and have no difficulty with recommending the retention of the driveway.

b) The Driveway to Wallis Drive

The formerly approved site plan also included the construction of a new driveway to Wallis Drive. Through the site plan approval process, residents on Weller Street felt that a driveway to Wallis Drive would help disperse traffic generated by the hospital. However, with the construction of the new access road linking Sherbrooke Street directly to Parkhill Road, the EA concluded that a driveway to Wallis Drive would not result in the desired affect. Westbound traffic leaving the site can use Sherbrooke Street accessed from the new north-south road, or Weller Street can be used, where traffic is appropriately controlled at a four-way stop intersection at Wallis Drive. The approved solution arising from the EA process shows a walkway connection from the PRHC site to Wallis Drive. Accordingly, the amended site plan proposal deletes the driveway to Wallis Drive and includes a walkway.

c) The Driveway Adjacent to the Maintenance Building

The existing driveway adjacent to the maintenance building was in the previously approved Council plan. However, originally it was to serve as the principle entrance for hospital staff. Since the most westerly driveway on Weller Street (west of the former EMS base) is proposed to remain, this driveway is no longer needed to provide access for hospital staff. Although, the PRHC wishes to keep it, in order to provide access to a parking lot designated for the exclusive use of doctors, staff have reviewed that aspect of the proposal and do not support the retention of this driveway, as access to the exclusive use parking lot can be easily achieved from the main hospital driveway flanking the parking lot's east side. Exhibit B reflects the staff recommendation.

d) The Main Driveway Entrance at Hospital Drive and Fairmount Boulevard

Through the construction of the new PRHC, temporary access was achieved from the small section of Fairmount Boulevard south of Weller Street, near its intersection with Hospital Drive. The driveway cannot remain in its present location for operational reasons and it does not align with the planned re-alignment of Hospital Drive as recommended in the Road Network Improvement Plan.

The proposed Site Plan correctly shows the driveway's alignment, but it does not show the re-alignment of Hospital Drive beyond the property line of the PRHC. Basically, a section of Hospital Drive must shift slightly to the north to avoid hospital site features built in the road allowance. These site features, including a large retaining wall, were built in accordance with the original site plan approval, which assumed modifications would be made to existing road allowances. Adjusting the alignment also has the advantage of respecting the Phase 2 of the Road Network Improvement Plan at a future date. The re-alignment will include the construction of a concrete sidewalk on the south side of Hospital Drive from Alexander Court to the site.

The original site plan included a major driveway connection serving the Hospital at the intersection of Weller Street and the north leg of Fairmount Boulevard. It included a recommendation to stop up and close the leg of Fairmount Boulevard south of Weller Street. The original approval called for the conveyance of this portion of the Fairmount Boulevard road allowance to the PRHC, where a parking lot was to be constructed.

Questions have been raised with respect to the validity of the Road Network Improvement Plan given that the Nicholls Building and the maintenance building are to remain for an indefinite period of time. The EA for the road network improvements recommended that the need for Phase 2 (the extension of Hospital Drive) only proceed after Phase 1 is completed and has been operating for a time, to verify if future phases are justified.

e) On Site Parking Lots, Driveways and Walkways

The proposed Site Plan amendment includes a revised layout of parking lots, driveways and walkways. Subject to some minor modifications, staff do not have any difficulty with this aspect of the proposal. The number of parking spaces, as well as the layout of parking and driveways, complies with the development regulations of the Zoning By-law.

f) Storm Water Management and Site Grading and Drainage

The new Site Plan has been reviewed to determine if it continues to comply with the original Storm Water Management Plan for the property. The proposal has been deemed to comply with the original Storm Water Management Plan; however, there are concerns with respect to the proposed Storm Water Grading and Drainage Plan. As it is a technical aspect of the proposal, it has been recommended to approve the Site Plan amendment request on the condition that all the technical information is provided to the satisfaction of the Site Plan Committee.

g) Landscape Development

The original plan included the installation of trees throughout the site, and in the area of the storm water detention ponds adjacent to Alexander Court, walkways with trees, shrubs and perennial ground covers were shown. The PRHC is in the process of having a revised Landscape Plan completed for the area. The intent is to develop a landscape that is in keeping with the original program for the area, but reduce the cost of its construction. The original Site Plan approval exempted the PRHC from paying a parks levy in consideration of the publicly accessible open space provided along the east aspect of the site. PRHC administration has agreed to allocate \$150,000 toward the construction of the new driveway entrance at Hospital Drive, and direct any remaining funds toward landscape development in the area of the site abutting Alexander Court.

There will be further minor amendments to the site plan subject to the review and approval of staff only. They mostly involve items the PRHC is endeavouring to fund raise for, such as landscaping within the building's courtyard areas.

ZONING AND OFFICIAL PLAN

The proposed Site Plan amendment complies with the Zoning By-law, with the exception of the area adjacent to the Emergency Department where compliance with the landscaped open space By-law regulation could not be achieved. With the re-alignment of Hospital Drive east of Fairmount Boulevard, the conveyance of property will be necessary so that hospital infrastructure will be located on the subject property.

NOTICE

Notice of the proposed Site Plan amendment was widely circulated to area property owners, as well as all concerned utilities and agencies. Many of the comments received from area property owners relate to the elimination of the Wallis Drive driveway, and the PRHC's retention of the Nicholls building and the maintenance building, potentially being an obstacle to the future implementation of Phase 2 and 3 of the Road Network Improvement Plan. Comments received from the Utility Services Department have been discussed within the body of this report.

SUMMARY

The approved Road Network Improvement Plan, the retention of existing buildings along Weller Street, and limited construction dollars are the three main factors responsible for driving the proposed amendment to the original Site Plan approval.

The finalization of a Site Plan for the PRHC will conclude with the drafting of a Site Plan Agreement formally obligating the hospital to complete the development of the property in accordance with the approved plans. The agreement will recognize the potential implementation of future phases of the Road Network Improvement Plan, should the

Nicholls Building and the maintenance building be demolished and there is a decision of Council to proceed with the next construction phase.

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Attachments:

- Exhibit A - Previously Approved Site Plan and Landscape Plan
- Exhibit B - Drawings Illustrating the Proposed Site Plan Amendment
- Exhibit C - Hospital Drive Extension (Phase 2, PRHC Road Network Improvement Plan)